

University of Wisconsin Milwaukee UWM Digital Commons

ETI Publications

Employment and Training Institute

2016

Licensing Student Drivers in Wisconsin: Building Assets in Employment and Adulthood

John Pawasarat

University of Wisconsin - Milwaukee, pawasara@uwm.edu

Follow this and additional works at: https://dc.uwm.edu/eti_pubs



Part of the [Public Policy Commons](#), [Race and Ethnicity Commons](#), [Transportation Commons](#), and the [Work, Economy and Organizations Commons](#)

Recommended Citation

Pawasarat, John, "Licensing Student Drivers in Wisconsin: Building Assets in Employment and Adulthood" (2016). *ETI Publications*. 203.

https://dc.uwm.edu/eti_pubs/203

This Technical Paper is brought to you for free and open access by UWM Digital Commons. It has been accepted for inclusion in ETI Publications by an authorized administrator of UWM Digital Commons. For more information, please contact open-access@uwm.edu.

Licensing Student Drivers in Wisconsin: Building Assets for Employment and Adulthood

Technical Assistance Paper for the Wisconsin Department of Public Instruction by
John Pawasarat, University of Wisconsin-Milwaukee Employment and Training Institute, August 2016

Driver's licensing programs for high school students have potential for contributing to teens' successful entry into the labor force, helping youth develop safe driving habits, providing a photo credential to use for voting, offering evidence of responsible behavior for job applications, and contributing to positive police-youth interactions. Significant numbers of jobs in both rural and urban areas of Wisconsin require a driver's license or are located at jobsites not easily accessible by public transportation.

This technical assistance paper for the Wisconsin Department of Public Instruction analyzes state Department of Transportation driver's license files in order to assess the numbers of Wisconsin youth reaching adulthood with a driver's license and to estimate the numbers of unlicensed youth throughout the state. The research was conducted by the Employment and Training Institute of the University of Wisconsin-Milwaukee and focuses on the 2016 driver's license status of Wisconsin youth reaching age eighteen (as of January 1, 2016). It offers baseline data and mapping on current licensing rates and concentrations of unlicensed youth. The analysis estimates licensing rates for the 72 Wisconsin counties and 12 Cooperative Educational Service Agency (CESA) districts. It explores interrelationships between race/ethnicity, gender, age, and geographical characteristics for those licensed and unlicensed in the state. The data are presented to aid the Department of Public Instruction in considering whether expanded state financial support and programming for driver education and licensing of school-age youth could present an opportunity to increase the skills of Wisconsin youth at the critical period of their lives when they are entering the labor force, preparing for postsecondary education, and acquiring assets to build on in their early adult years.

I. Findings

1. The driver's license is critical as an education for employment asset in Wisconsin. The U.S. Census Bureau American Community Survey (ACS) reports that 89% of workers in Wisconsin reach their jobs using private vehicles (that is, cars, trucks or vans), including 80% who drive alone to work and 9% who carpool with others in private vehicles.

How Wisconsin Workers Reach Their Jobs						
	Drive alone	Carpool	Public transit	Walk	Work at home	Other (taxi, bicycle, motorcycle)
All Wisconsin workers	80%	9%	2%	3%	4%	2%
						TOTAL
						100%

Source: American Community Survey (2010-2014, 5 yr. estimates)

2. Analysis of the Wisconsin Department of Transportation driver's license database showed 50,540 eighteen-year-olds in the state with driver's licenses as of January 1, 2016, or approximately two-thirds (66%) of the estimated total eighteen-year-old population. Meanwhile, over 25,000 eighteen-year-olds reached adulthood (i.e., age eighteen as of January 1, 2016) without holding a driver's license. Some teens have no interest in driving or live in households without available vehicles for driving, but many others may benefit from holding a driver's license as an employment and educational asset.
3. Male and female youth in Wisconsin showed similar licensing rates.

Estimated % of Wisconsin 18-Year-Olds with Driver's Licenses, as of January 1, 2016



4. Rough estimates of driver's licensing rates for eighteen-year-olds were approximated for each of the 12 Cooperative Educational Service Agency districts by comparing ZIP code level DOT licensing data records for 754 Wisconsin ZIP codes with ACS (2010-2014) population estimates by ZIP Code Tabulation Areas. The estimated licensing rates ranged from 57% in CESA 1 to 77% in CESA 6. There is room for improved licensing rates of teens throughout Wisconsin.

Estimated % of 18-Year-Olds with Driver's Licenses, as of January 1, 2016		
	<u>Est. % Licensed</u>	<u>Est. Unlicensed</u>
CESA 1	57%	10,000
CESA 2	69%	3,400
CESA 3	72%	500
CESA 4	71%	940
CESA 5	74%	1,200
CESA 6	77%	970
CESA 7	72%	2,100
CESA 8	67%	600
CESA 9	72%	860
CESA 10	72%	900
CESA 11	76%	950
CESA 12	72%	170

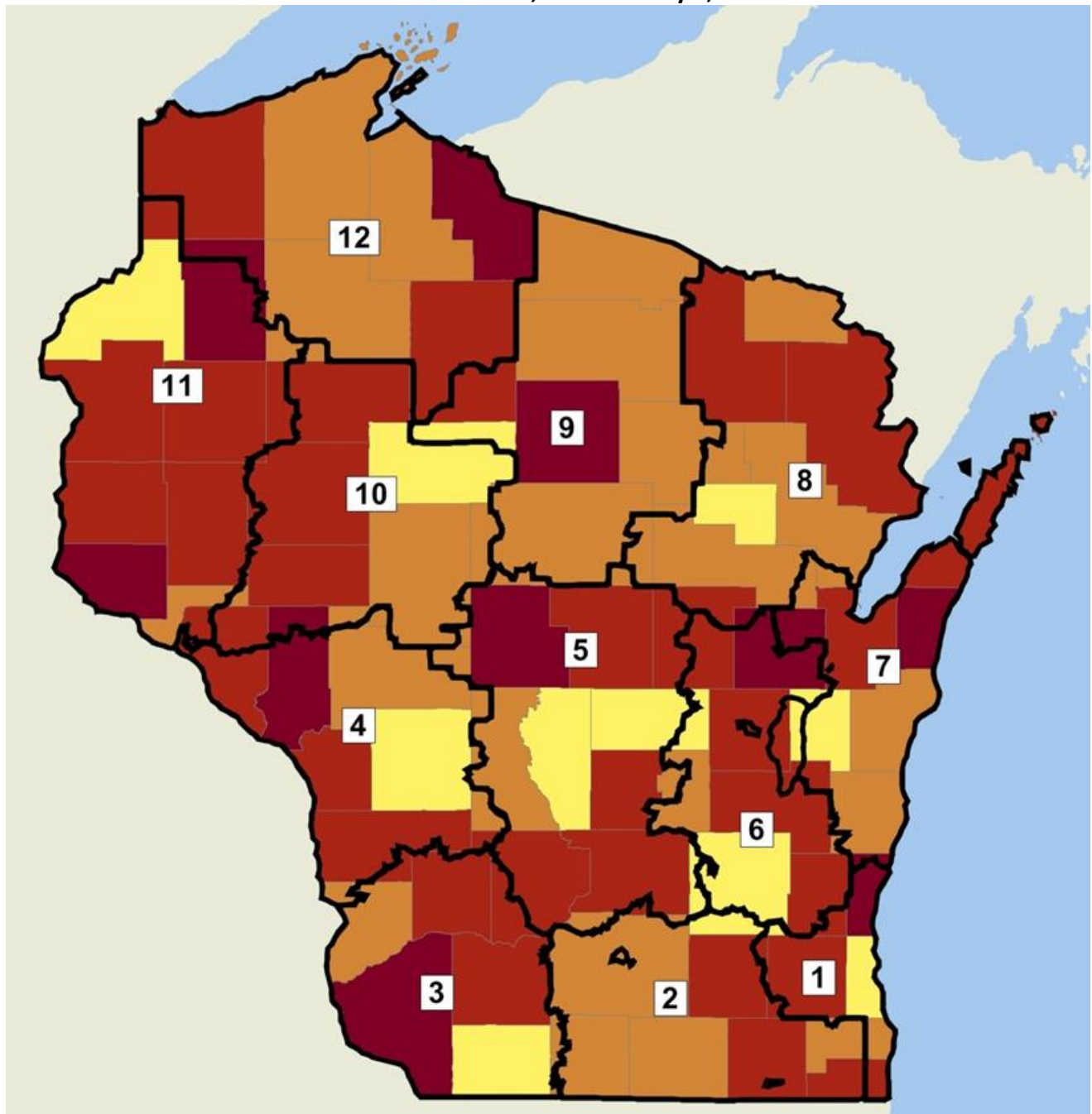
5. The licensed drivers aged eighteen as of January 1, 2016, were analyzed by county and compared to ACS (2010-2014, 5 yr. est.) population estimates for an approximate age population. Estimated licensing rates ranged from below 50% for eighteen-year-olds in Menominee, Calumet, Adams, Waushara, and Milwaukee counties to above 85% in Outagamie, Pierce, Trempealeau, and Iron counties. ACS reported highest child poverty rates in Menominee County (44%), Milwaukee County (33%), and Sawyer County (33%).

Estimated % of 18-Year-Olds with Driver's Licenses, as of January 1, 2016

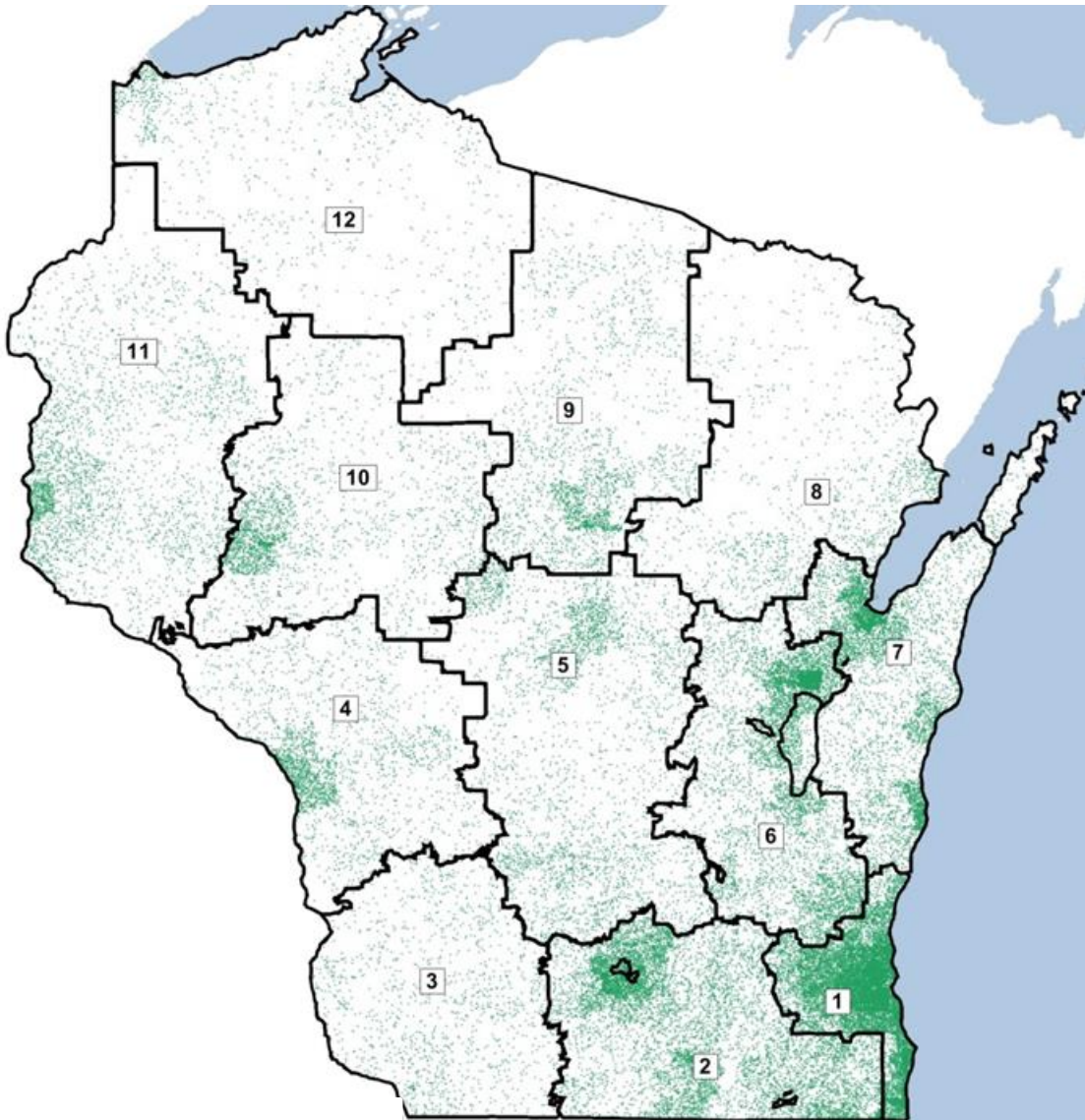
(See methodology, p. 8)

<u>County</u>	<u>Est. % Licensed</u>	<u>County</u>	<u>Est. % Licensed</u>
Adams	37%	Marathon	70%
Ashland	65%	Marinette	70%
Barron	73%	Marquette	77%
Bayfield	63%	Menominee	25%
Brown	72%	Milwaukee	40%
Buffalo	79%	Monroe	56%
Burnett	54%	Oconto	69%
Calumet	28%	Oneida	67%
Chippewa	73%	Outagamie	87%
Clark	70%	Ozaukee	84%
Columbia	78%	Pepin	63%
Crawford	62%	Pierce	88%
Dane	69%	Polk	71%
Dodge	55%	Portage	78%
Door	78%	Price	79%
Douglas	73%	Racine	63%
Dunn	74%	Richland	75%
Eau Claire	73%	Rock	64%
Florence	70%	Rusk	71%
Fond du Lac	78%	Sauk	76%
Forest	72%	Sawyer	69%
Grant	83%	Shawano	64%
Green	70%	Sheboygan	64%
Green Lake	64%	St Croix	80%
Iowa	76%	Taylor	55%
Iron	91%	Trempealeau	89%
Jackson	70%	Vernon	71%
Jefferson	72%	Vilas	69%
Juneau	68%	Walworth	72%
Kenosha	70%	Washburn	81%
Kewaunee	84%	Washington	76%
La Crosse	75%	Waukesha	79%
Lafayette	58%	Waupaca	74%
Langlade	66%	Waushara	39%
Lincoln	80%	Winnebago	73%
Manitowoc	68%	Wood	84%

Estimated Percent of Eighteen-Year-Olds with Driver's Licenses by County for
the 12 CESA Districts, as of January 1, 2016

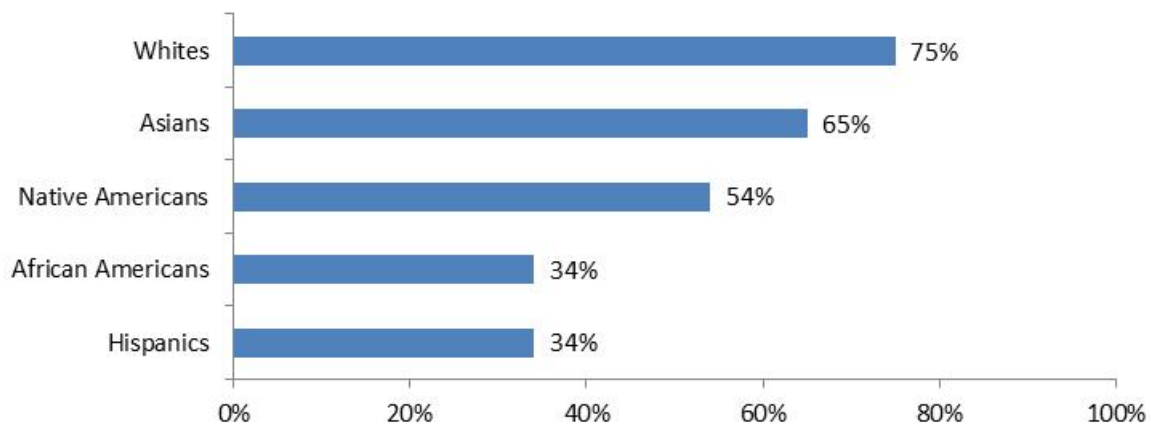


Licensed Eighteen-Year-Olds in Wisconsin by ZIP Code, as of January 1, 2016
Dots are randomly distributed within ZIP codes. Note: Some ZIP codes cross CESA districts.



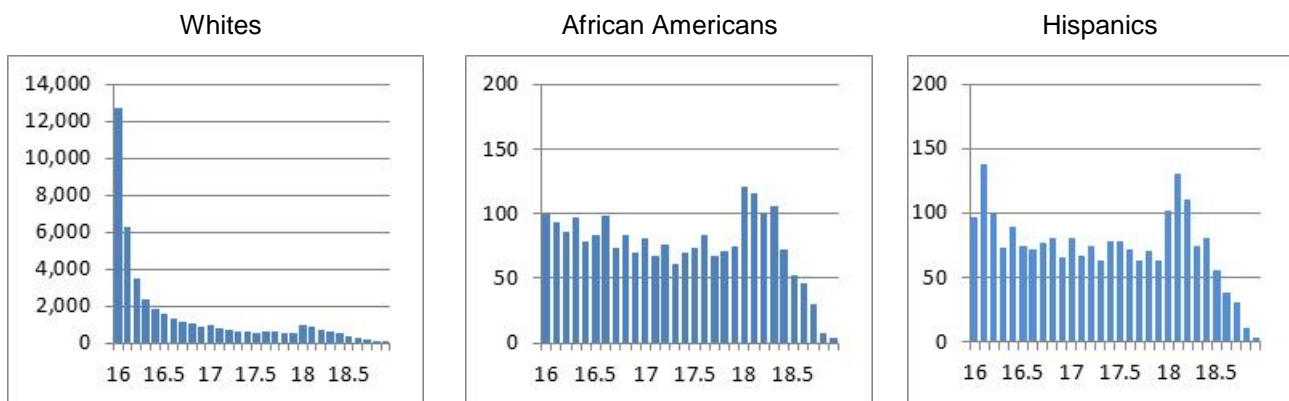
6. Licensing rates were analyzed for racial/ethnic subpopulations by comparing race categories listed in the DOT driver's license file records with population estimates for racial/ethnic categories from the American Community Survey. (See methodology, p. 8) These comparisons indicated significant racial divides in rates of teen licensing, reflecting wide opportunity gaps for employment as youth reach adulthood. Statewide 75% of white (non-Hispanic) teens aged eighteen in January 2016 had licenses, compared to only a third of African American and Hispanic eighteen-year-olds. An estimated 65% of Asians were licensed at age eighteen, as were 54% of Native Americans.

Estimated % of Wisconsin 18-Year-Olds Licensed by Race/Ethnicity



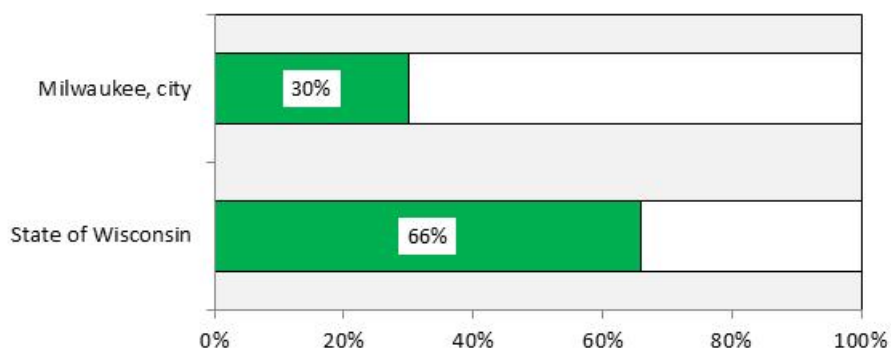
7. Patterns also varied by race/ethnicity as to when Wisconsin teens obtained their driver's licenses. Of the eighteen-year-olds with licenses as of January 1, 2016, 32,689 white youth had been licensed at age sixteen as the traditional "rite of passage" to driving, while only 866 African Americans and 865 Hispanics got their licenses at age sixteen.

Age at Which Wisconsin 18-Year-Olds Obtained Their Licenses



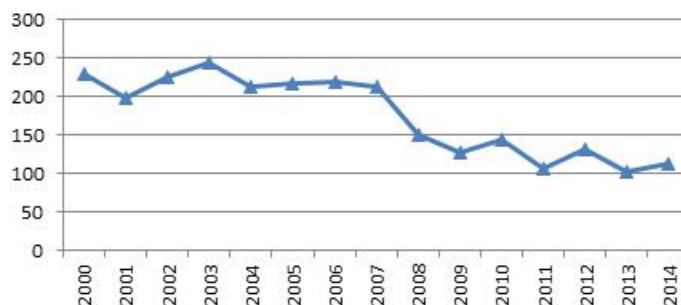
8. The greatest need for driver's licensing was seen in the city of Milwaukee where only 30% of eighteen-year-olds had licenses as of January 1, 2016. In 2015-2016 Milwaukee Public Schools under the leadership of Superintendent Darienne Driver and the Milwaukee Board of School Directors launched a Universal Driver Education program aimed at offering free driver education throughout the district, one of a number of MPS initiatives focused on "educating the whole child."

Estimated % of 18-Year-Olds with Driver's Licenses (as of Jan. 1, 2016)



9. For forty-three years from 1961 to 2004 Wisconsin supported high school driver education through categorical state aids distributed by the Department of Public Instruction. Initially, districts were paid \$25 for each student successfully completing classroom and behind-the-wheel instruction, with \$1 million of financing supported by increased driver's licensing fees. In the 1990s and early 2000s the state was providing about \$4 million annually to school districts for driver education (at partial funding of \$100 per successful student completion). The driver education categorical aid program was ended by the state legislature as of March 2004, as an apparent state budget cost cutting measure.¹
10. Driver education programs and youth licensing supports are essential tools for protecting public safety. The number of deaths to youth ages 15 to 24 from motor vehicle accidents declined by 51% from 2000 to 2014, but traffic accidents still remain the leading cause of death for young people in Wisconsin, according to the Wisconsin Interactive Statistics on Health of the state Department of Health Services.

Deaths of Wisconsin Youth (Ages 15-24) Caused by Motor Vehicle Accidents



¹ Wisconsin Blue Book, 1962, "Motor Vehicle Department," p. 473; Wisconsin Legislative Fiscal Bureau, "Categorical Aid Reductions (DPI-Categorical Aids)," Paper #615, May 20, 2003; Wisconsin Department of Public Instruction "Alcohol/Traffic Safety and Driver Education" website.

II. Methodology

The Employment and Training Institute analyzed Wisconsin Department of Transportation (DOT) data files on license status, suspension and revocation records for teens and adults from 2008-2016. For this report data were summarized for eighteen-year-old licensed drivers as of January 1, 2016, including those with probationary and regular licenses. The 2016 DOT data files did not, however, include driver addresses. Consequently, drivers' ZIP code, municipality, and county data were used to approximate CESA district boundaries. For ZIP codes that cross CESA district boundaries, the data were randomly distributed within the geography of each ZIP code using SHAPE file software.

Licensing rates were calculated using American Community Survey (2010-2014, 5 year estimates) population data for youth ages 15-17 (divided by three) within each ZIP Code Tabulation Area (ZCTA) in Wisconsin. Where ZCTA boundaries included more than one CESA, the ACS population estimate was distributed following the patterns identified by the random dot density mapping as described above. **As such, calculations provided in this report for licensing rates by county and CESA and estimated numbers of unlicensed youth are by necessity rough estimates.**

The calculations of licensing rates for eighteen-year-olds by race/ethnicity required comparisons of two different racial/ethnic classification systems. The DOT file available on licensed drivers included five uniform citation race codes – white, black, Hispanic, Asian, and American Indian. These subpopulations were compared to groupings reported by the U.S. Census Bureau American Community Survey where surveyed individuals were allowed to name both a race and an ethnicity (Hispanic or non-Hispanic). The ACS population categories used here included Hispanic/Latino of any race, white non-Hispanic, black or African American alone, Asian alone, and American Indian or Alaskan Native alone.

Maps with CESA districts by counties in many cases show overlapping county boundaries. ZIP code/ZCTA level data (rather than county totals) were used for estimating the licensing rates in each CESA district. .

Suspension and revocation data are not included for the eighteen-year-old populations in this report as the 2016 DOT file analyzed by the Employment and Training Institute did not include complete records on teens with suspensions but only showed recent suspensions issued against teens after they turned age 18. The issue of driver's license suspensions issued against juveniles (for non-driving and driving citations) and against teens aged 17 and above for failure to pay forfeitures related to driving offenses remains a critical issue for future analysis. (See pp. 14-17 for analysis of published DOT data on suspensions.)

III. Driver Education for Traffic Safety

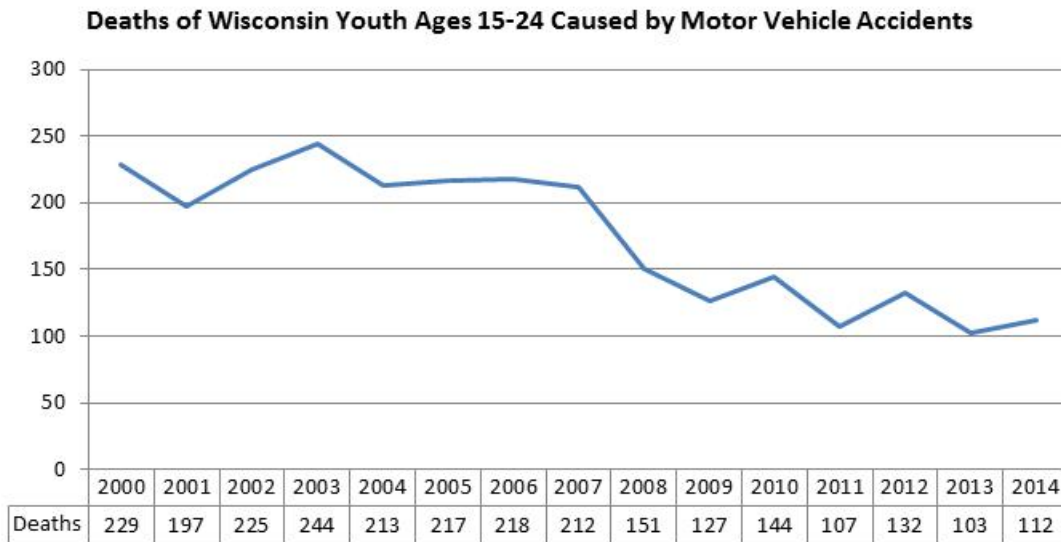
The driver's license serves a number of crucial functions in our society. First and foremost licensing establishes a system for determining that residents have knowledge of the "rules of the road" and possess the skills needed for driving. The national movement to introduce driver education as a high school course took root in the 1930s in response to national concerns over auto collisions. By 1940 several hundred U.S. high schools were offering driver education, using curricula promoted by the American Automobile Association (AAA), insurance companies, auto dealers, parent teacher associations, and local and national safety councils. In the 1950s insurance companies (led by Allstate) began offering premium discounts for youth completing driver education, and individual states (led by Michigan) began requiring teens under age 18 to complete a driver education course before receiving their license.²

The Wisconsin legislature began supporting driver education in the high schools and vocational schools in 1961 through categorical state aids distributed by the Wisconsin Department of Public Instruction and financed by an increase in the DMV driver's license fees. Four decades later Wisconsin discontinued state school aids for driver education in 2004 but continues to require school-age youth to complete a school or commercial driving course as a condition for obtaining their license.

While the number of deaths to youth ages 15 to 24 from motor vehicle accidents has declined by 51% from 2000 to 2014, traffic accidents remain the leading cause of death for young people in Wisconsin, according to state Department of Health Services WISH (Wisconsin Interactive Statistics on Health) mortality data.³

² Herbert J. Stack, "History of Driver Education in the United States" (Washington, D.C.: National Commission on Safety Education, National Education Association, 1966); Jim Nichols, "Presentation, Public Forum on Driver Education and Training, October 28-29, 2003" (Washington, D.C.: National Transportation Safety Board, 2005).

³ In Milwaukee County the leading cause of deaths for youth ages 15 to 24 is homicides by discharge of firearms (WISH query for 2000-2014).

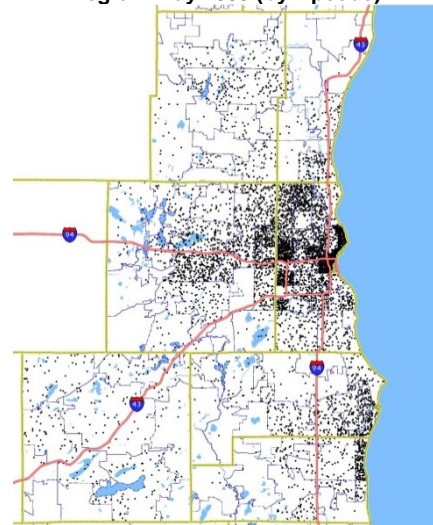


Source: Wisconsin Department of Health Services WISH (Wisconsin Interactive Statistics on Health)

IV. Driver's License Key to Reaching Employment

Significant numbers of jobs require a driver's license and working vehicle to reach as they are located at jobsites not easily accessible by public transportation. The Employment and Training Institute surveys of job openings in the Milwaukee Region have shown a majority of job openings in locations beyond the bus routes. A license and vehicle may also be needed for jobs with variable, evening and weekend hours.

Full-Time Job Openings in the 7-County Region: May 2009 (by zipcode)



According to the U.S. Census, a majority of workers throughout Wisconsin rely on private vehicles (cars, trucks and vans) to reach their jobs. Even among City of Milwaukee adult residents (aged 20 and above), 83% of employed workers reach their jobs by private vehicles (car, truck or van) with 72% driving to their jobs alone and another 11% carpooling with others. Reliance on private vehicles is higher in the rest of Wisconsin where 90% of employed workers reach their jobs by private vehicles with 82% driving alone and another 8% carpooling.

Employed teenagers living in the city of Milwaukee are more likely to use public transportation (18%) or walk to work (15%), yet even for this population 44% drive alone to their jobs in private vehicles (i.e., cars, trucks or vans) and another 18% carpool in private vehicles with others. In the rest of Wisconsin outside of Milwaukee 71% of employed teenagers drive alone to work, having access to a private car, truck or van. Relatively few (2%) use – or have access to -- public transportation.

How Wisconsin Workers Reach Their Jobs							
Place of Residence and Age	Drive alone	Carpool	Public transit	Walk	Taxi, bicycle, motorcycle	Work at home	TOTAL
City of Milwaukee							
Adult workers (20 yr. and above)	72%	11%	8%	5%	1%	3%	100%
Young workers (16-19 yr.)	44%	18%	18%	15%	1%	4%	100%
Rest of Wisconsin							
Adult workers (20 yr. and above)	82%	8%	1%	3%	2%	4%	100%
Young workers (16-19 yr.)	71%	12%	2%	10%	3%	2%	100%
All Wisconsin workers	80%	9%	2%	3%	2%	4%	100%

Source: American Community Survey (2010-2014, 5 yr. estimates)

The driver's license is an essential asset for daily mobility and for employment for most workers but is increasingly expensive to obtain, especially for lower-income youth. Paying for a driving course, maintaining a working vehicle, and securing insurance coverage for teenagers (particularly in inner city zipcodes where insurance rates are highest) is a costly undertaking for many financially strapped families.

V. Examples of Occupations Requiring/Expecting Licensed Drivers

The seventeen UWM Employment and Training Institute job openings surveys involving thousands of employers in the Milwaukee area (1993 through 2009) have consistently identified scores of jobs requiring a valid driver's license in order to perform the duties of the work. For example, in May 2006, the ETI survey found an estimated 1,880 job openings in the Milwaukee Region that required a driver's license. Occupation-specific jobs requiring a license included work for sales and delivery drivers, truck drivers, and bus drivers, and in many cases a commercial driver's license was also required.

In addition, a number of private sector jobs in various fields required possession of a valid driver's license as a prerequisite for employment. Examples of job titles with license requirements included: residential counselor, service technician, marketing associate, service sales rep, broadband installer, buyer, stock selector, security officer, nutrition site manager, parent educator, facility maintenance engineer, psychiatric

technician, cleaning associate, groundskeeper assistant, truck mechanic, shingler, truck mechanic, recycling landfill attendance, and aircraft groomer.

The importance of the driver's license is evident for many of the professional and technical jobs available for government workers. Major occupations for police officers, firefighters, and public works employees require a driver's license in order to perform daily responsibilities. An ETI review of 20 other job titles with posted openings with the City of Milwaukee in early March of 2016, showed 18 requiring a valid driver's license as necessary for the work to be performed (at various job sites, for within city travel, or for operating city equipment).

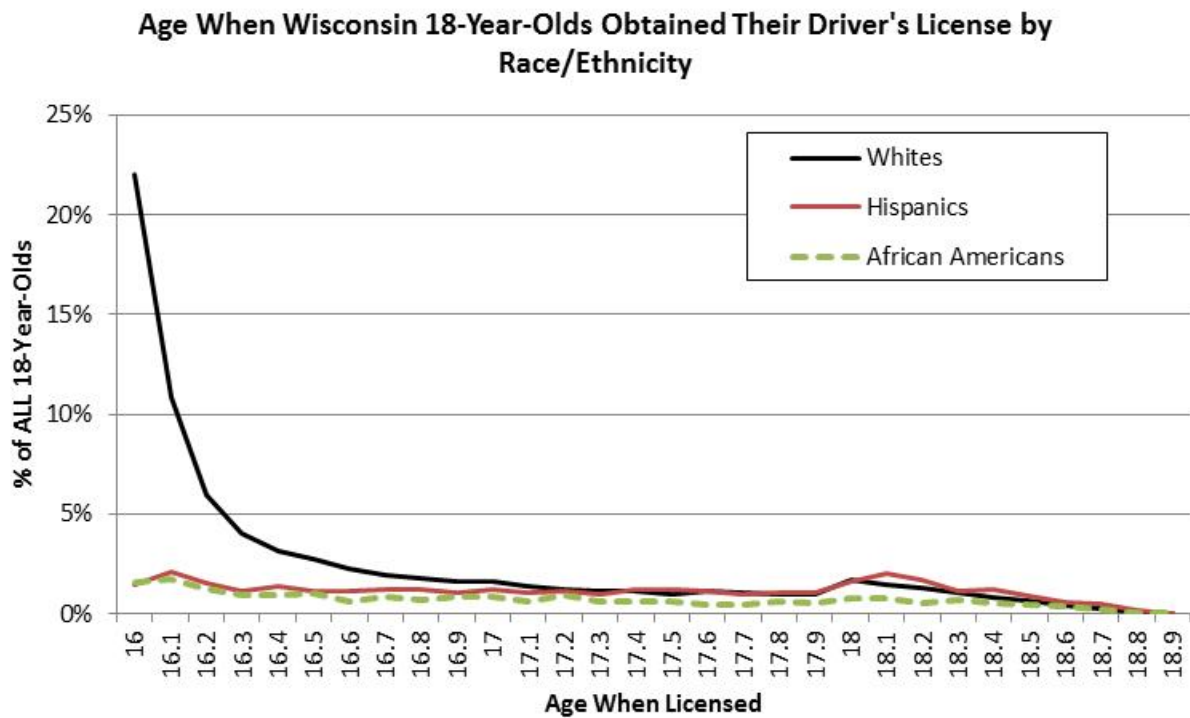
Job training and apprenticeship programs in construction trades are usually limited to those possessing a valid license. Among the apprenticeships usually requiring a current driver's license are bricklayers, carpenters, cement masons, construction craft laborers, electricians, environmental systems technicians/HVAC, glaziers, heat and frost insulators, ironworkers, operating engineers, painters, plasterers, roofers, sheet metal workers, sprinklerfitters, steamfitters, and tile setters. Similarly, manufacturing jobs often require a license for workers involved in handling equipment.

VI. The Driver's License as a Rite of Passage

A review of Wisconsin license records of the eighteen-year-olds by race/ethnicity found that far lower numbers and percentages of African American and Latino teens obtained driver's licenses. The data also showed that minority youth were also far less likely to get their license while they were sixteen years of age.

For a large portion of the white youth population, getting the driver's license as soon as legally possible (i.e., at age sixteen) remains an achievable and highly sought-after goal. Over half (56%) of all white Wisconsin eighteen-year-olds had a license obtained when they were sixteen. A fifth got their license in the first month after turning sixteen and almost half (46%) had the license within the first few months of turning sixteen.

Less than 2% of all African American and Hispanic eighteen-year-olds in Wisconsin (as of January 1, 2016) got their license in the first month after turning sixteen and only 11% obtained their license while they were sixteen.



Among the study population, the Wisconsin youth who had obtained their driver's license at age sixteen were mostly whites (N=32,689) and included very few African Americans (N=866) or Hispanics (N=865). The Employment and Training Institute's research on the unlicensed teen populations in Milwaukee County found that teens living in the poorest neighborhoods of the city and in neighborhoods where families had incomes averaging below \$40,000 were far less likely to get a driver's license before reaching adulthood.

VII. Use of the Driver's License for Voting and Jury Pools

The DMV historically has maintained records on licensed drivers in the state and secondarily has offered government identification cards for non-drivers. When legislators initiated efforts to require state residents to show a photo ID as a condition for voting, the DOT driver's license card was adopted as the preferred instrument for photo identification. Analysis of the DOT license file for eighteen-year-olds suggests, however, that use of the Wisconsin driver's license as the primary mechanism for photographing citizens for voting has a number of biases, particularly disadvantaging unlicensed young, low-income, and minority youth in Milwaukee. Those youth without licenses (or other designated acceptable IDs) must secure a government photo identification card from the DOT for use in voting.

In most Wisconsin counties rosters of citizens used to select jury pools are drawn from the DOT lists of residents with driver's licenses plus those with DOT-issued government IDs. Citizens voting with other forms of ID (e.g., military or school cards) or not voting due to disinterest or lack of ID are not included in the potential jury lists.

VIII. Non-Safety Impediments to Legal Driving

In Wisconsin the driver's license has historically been used as a tool by the legislature to promote behavior unrelated to driving.

A. Sanctioning Truant Students

Wisconsin allows local courts to suspend juveniles' driving privileges (from 30 days to one year) as a means of sanctioning truant students. If the youth are not yet old enough to drive, the court may postpone the dates of the suspension until the youth reach driving age. The Wisconsin Department of Transportation's **Facts & Figures 2015** reported 1,065 driver's license suspensions statewide for truancy in 2015. This law appears to be enforced sporadically statewide.

B. Underage Drinking

Youth under the legal drinking age attempting to procure alcohol can be issued driver's license suspensions for 30 to 90 days (for first offense) and longer for subsequent offenses. The Wisconsin DOT reported 2,350 driver's license suspensions statewide for underage alcohol use.

C. High School Dropouts

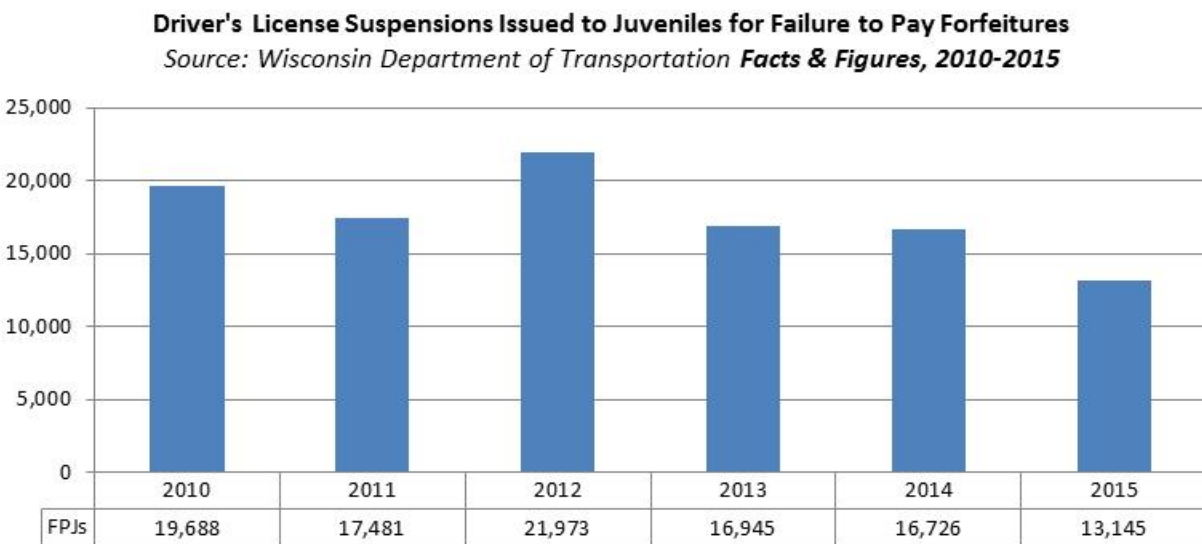
Wisconsin blocks high school dropouts under age 18 from securing their driver's license under legislation attempting to use the license as a carrot for keeping teens in school. Under Wisconsin statutes, youth seeking a driver's license and under age eighteen must be enrolled in school or a high school equivalency program, have graduated from high school, or have been received high school graduation equivalency credential, and not be a habitual truant.

D. License Suspensions for Failure to Pay Juvenile Fines

Young teens may receive driver's license suspensions sometimes even before they begin driving under state law that allows court judges to suspend the driver's licenses of juveniles (under age 17) for two years for failure to pay fines for violations of municipal ordinances and courts may threaten such suspensions to spur

payment of fines owed. In many cases the “failure to pay forfeitures – juvenile” (FPJ) suspensions are imposed on jobless teens who have not yet acquired a driver’s license and often for infractions unrelated to driving (e.g., loitering, curfew violations, underage drinking, shoplifting, disturbing the peace).

Youth receiving FPJ suspensions are required to wait for two years after their most recent suspension expires before becoming eligible for a driver’s license – unless they can come up with the funds to clear up all outstanding municipal tickets and related court costs. Some teens may be unaware that they have FPJ suspensions until they apply for their driver’s license. The FPJ suspensions also place additional enforcement work on the police and during the critical period when inner city youth often have early encounters with police. From 2010 to 2015 nearly 206,000 “failure to pay forfeitures-juvenile” were issued to youth under age 17.



Juvenile failure to pay forfeitures (FPJs) are now the fifth leading cause of suspensions and revocations in Wisconsin, with 13,145 such suspensions issued statewide in 2015 against juveniles owing money to the courts.

64 Revocation and Suspension Statistics

Facts & Figures 2015

**Revocations and Suspensions by Reason of Conviction
January - December, 2015**

Rank	Code	Charge	Quantity YTD	% of Total
1	FPF	Failure to pay forfeiture	198,912	54.60%
2	DR	Driver record	48,488	13.31%
3	OWI	Operating under influence of intoxicant or con. sub.	27,863	7.65%
4	BAC	Blood alcohol concentration	18,608	5.11%
5	FPJ	Failure to pay forfeiture-juvenile	13,145	3.61%
6	NCI	Noncompliance with Assessment Interview	11,390	3.13%
7	INC	Insurance Cancelled	8,556	2.35%
8	NCP	Noncompliance with Driver Safety Plan	5,668	1.56%
9	OWS	Operating while suspended	3,797	1.04%
10	FPS	Failure to pay support	3,029	0.83%
11	IC	Implied consent	3,026	0.83%
12	DQF	Disqualification	2,960	0.81%
13	SE	Speeding excess	2,617	0.72%
14	DJN	Damage judgment accruing from negligent operation	2,418	0.66%
15	UAL	Underage alcohol	2,350	0.65%
16	PAC	Prohibited Alcohol Concentration	2,030	0.56%
17	SRR	Safety Responsibility suspension of registration and operating privilege	1,335	0.37%
18	T	Truancy	1,065	0.29%

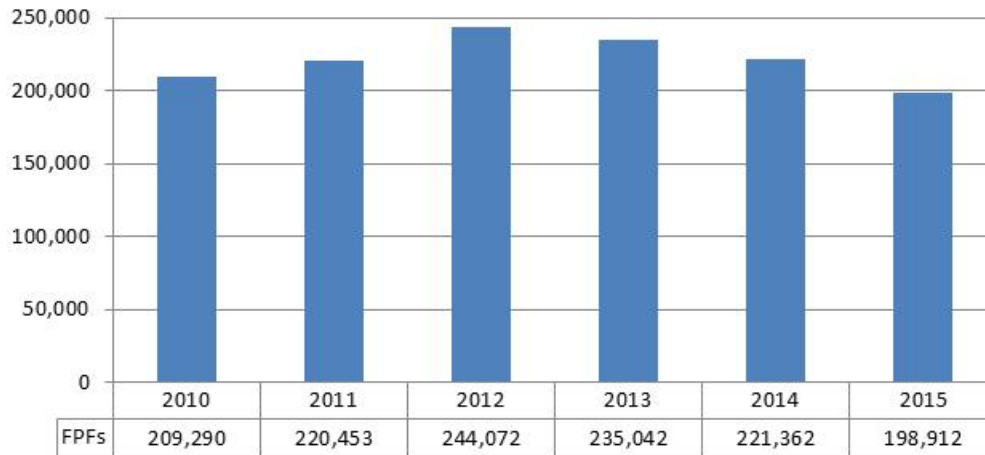
*Wisconsin Division of Motor Vehicles, Facts & Figures, 2015***E. License Suspensions as a Court Fine Collection Tool**

Courts are allowed to order “failure to pay forfeiture” (FPF) driver’s license suspensions to individuals aged 17 and older for failure to pay traffic tickets plus added court costs and fines, regardless of the severity of the driving infraction, or for falling behind in monthly installment payments on court-imposed fee payment schedules. The courts often request separate driver’s license suspensions from the DOT for each unpaid forfeiture, resulting in multiple suspension orders for one individual. Even if the violator pays off some judgments and court fees, other driving suspensions may remain and continue to bar legal driving.

In 2015 a total of 198,912 “failure to pay forfeitures” suspensions were issued by courts in Wisconsin against drivers aged 17 and above. The number of suspensions issued for “failure to pay forfeitures” was four times higher than the 48,488 suspensions issued for bad driving under the state point system (Wisconsin Department of Transportation, **Facts & Figures 2015**). From 2010 to 2015, over 1.3 million license suspensions have been issued for failure to pay forfeitures, in many cases with drivers receiving more than one suspension. Unlike the rules for many of the suspensions issued for unsafe driving, workers with FPF suspensions may not secure occupational licenses allowing them to continue to drive to work.

Driver's License Suspensions Issued for Failure to Pay Forfeitures

Source: Wisconsin Department of Transportation *Facts & Figures*



In February 2016 the state legislature voted to reduce the length of time that courts could impose “failure to pay forfeiture” suspensions on non-juveniles (over age 16) from two years to one year.

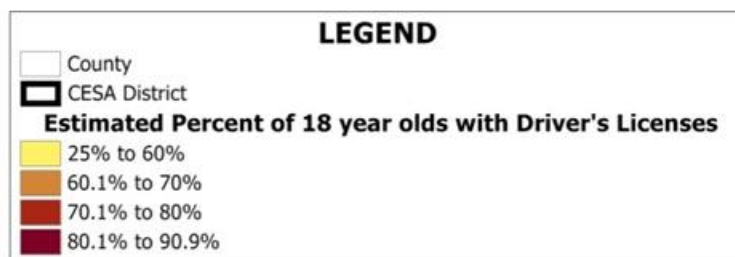
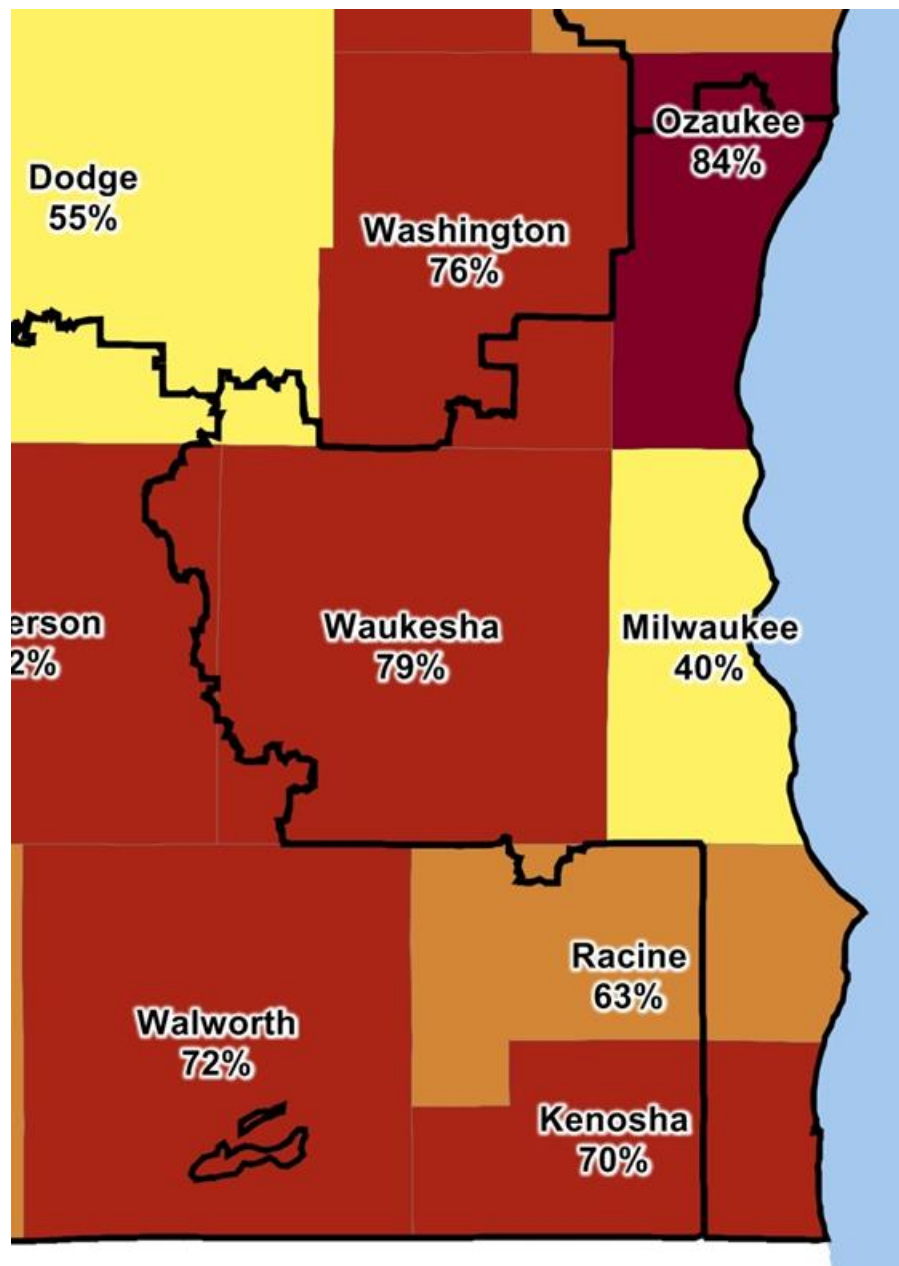
The American Association of Motor Vehicle Administrators has recommended that legislatures repeal such state laws using suspensions of driving privileges for non-highway safety related violations, arguing that license suspensions should be focused on dangerous drivers rather than for non-safety goals. The AAMVA’s Suspended and Revoked Drivers Working Group argued that such usage “detract from highway and public safety priorities.” They further caution, “Unfortunately, the dramatic increase in suspensions has led to changes in public perception of the seriousness of this action. Consequently, law enforcement, courts and society in general view suspensions less seriously. As a result, the system is less effective in keeping dangerous drivers off the road, which was the original intent of driver license suspensions (AAMVA, “Best Practices Guide to Reducing Suspended Drivers,” 2013, pp. 2, 5). Wisconsin was identified by AAMVA as one of 18 states suspending licenses of persons failing to appear/comply/pay court fines for non-moving violations.

Alternatives to monetary punishments that could be expanded for teens and lower-income residents include community service (with government agencies and nonprofit organizations) and attendance at “safe driving” or other educational courses.

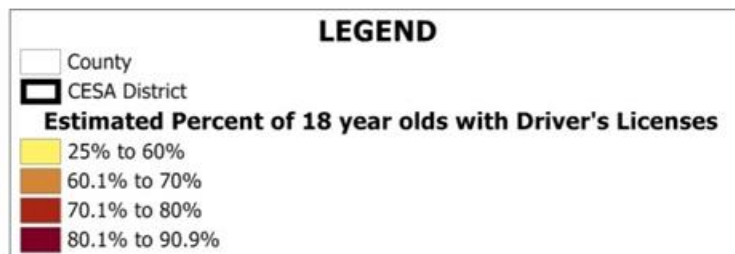
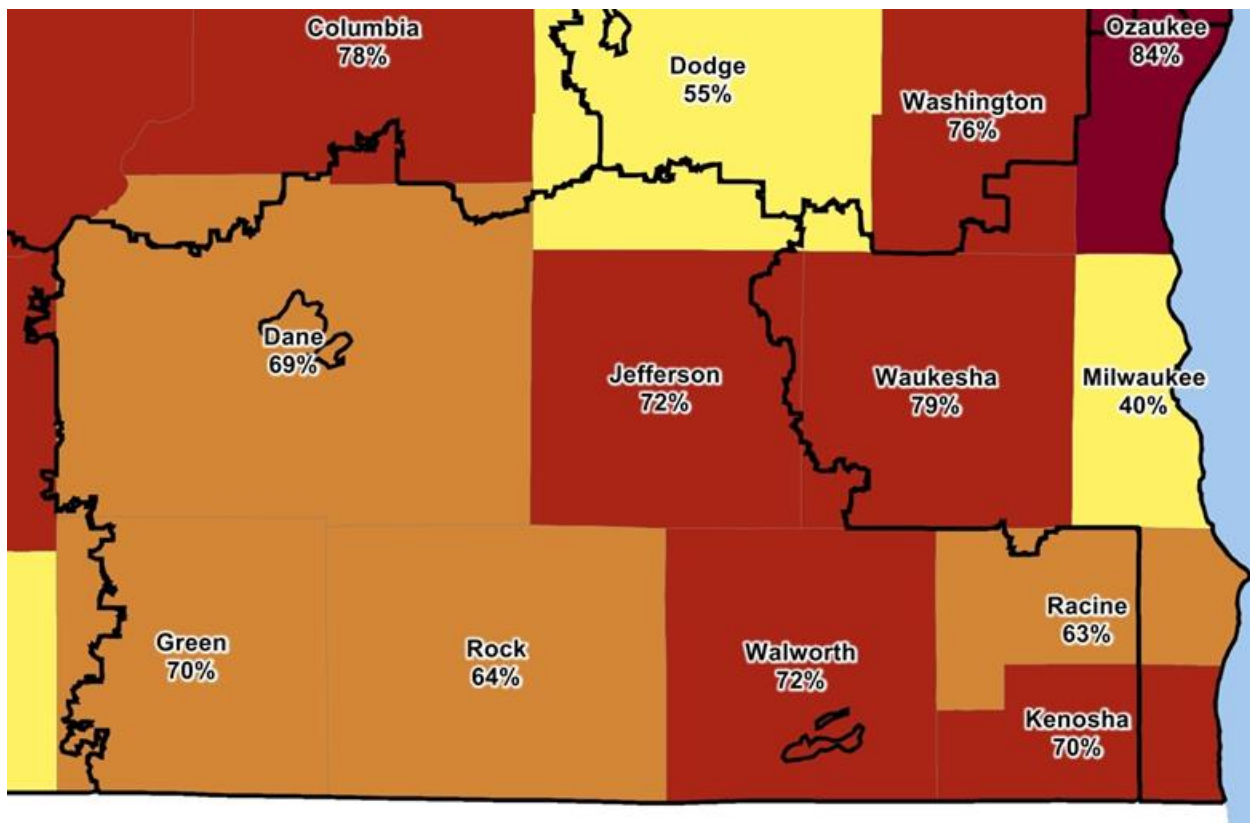
For more information on driver’s license issues and research, see the University of Wisconsin-Milwaukee Employment and Training Institute website at www.eti.uwm.edu.

Appendix A
CESA District Maps

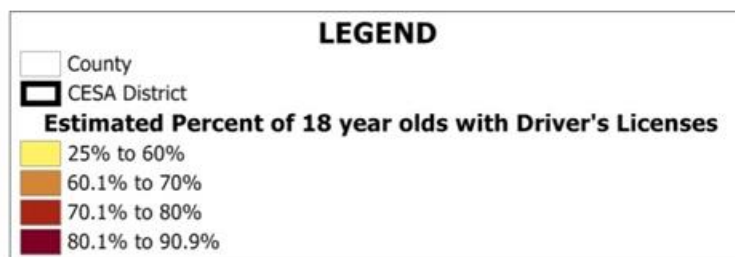
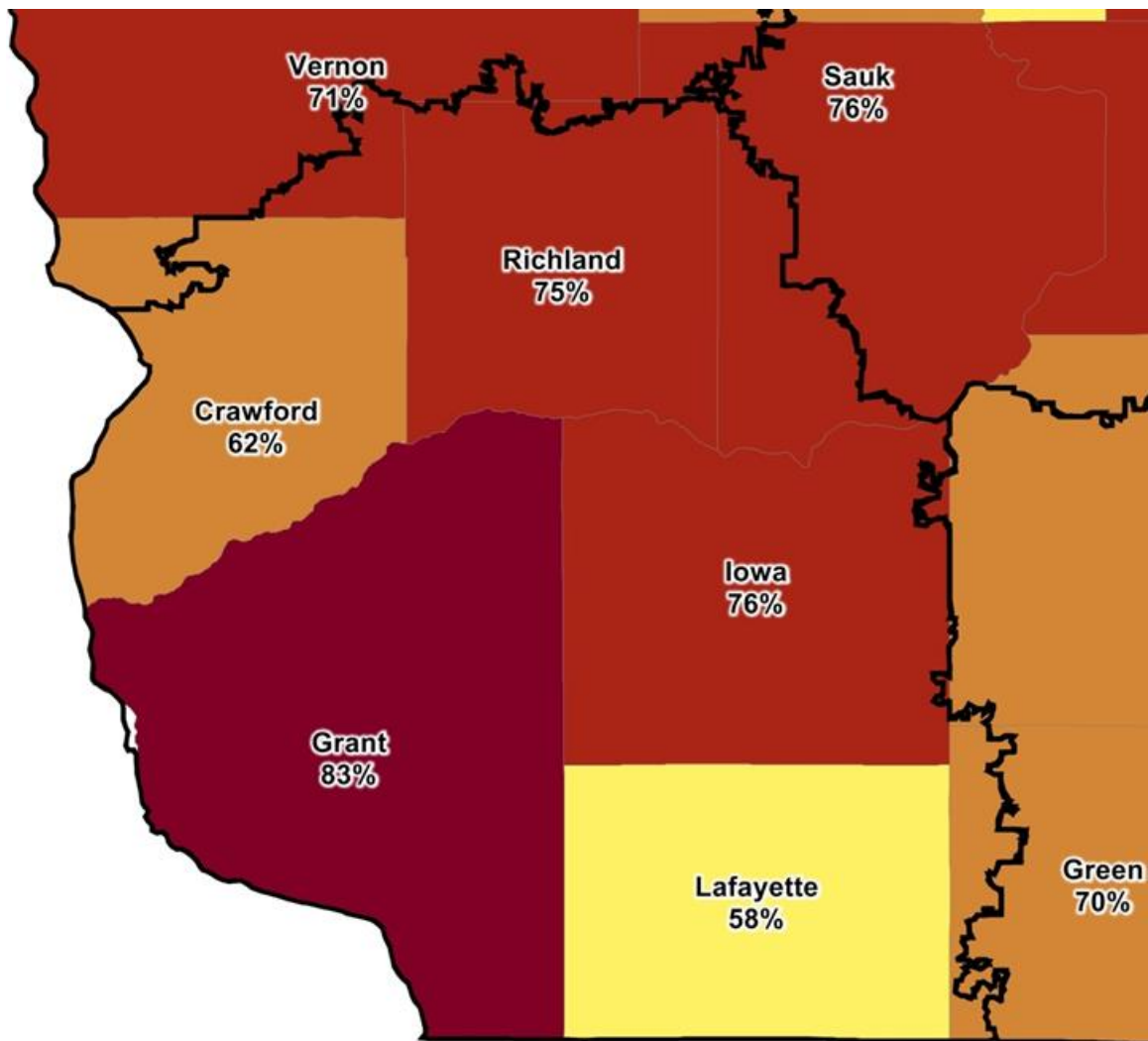
Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 1 Area
Note: Counties may cross CESA boundaries.



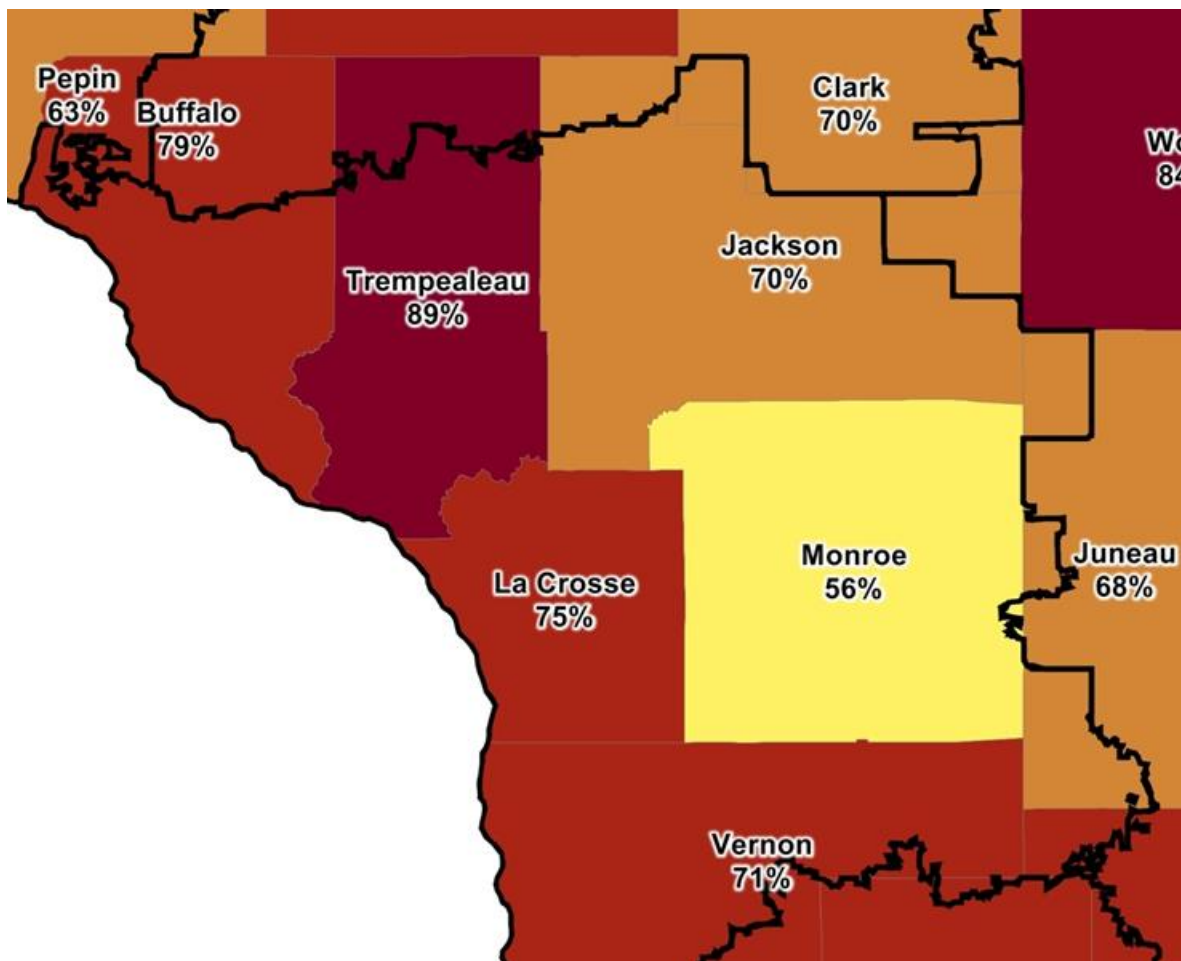
Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 2 Area
Note: Counties may cross CESA boundaries.



Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 3 Area
Note: Counties may cross CESA boundaries.

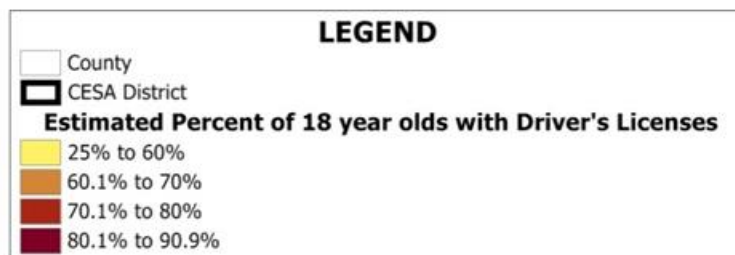
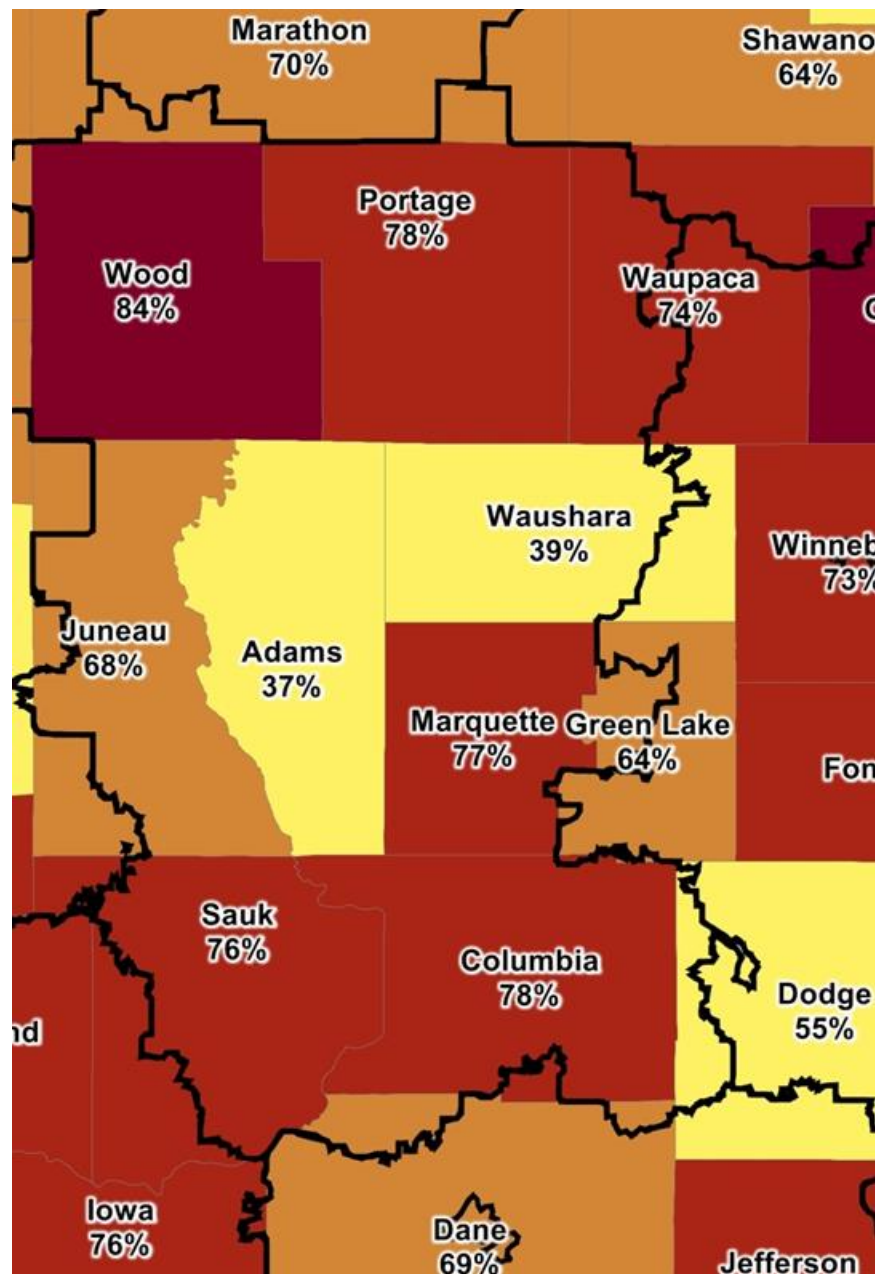


Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 4 Area
Note: Counties may cross CESA boundaries.

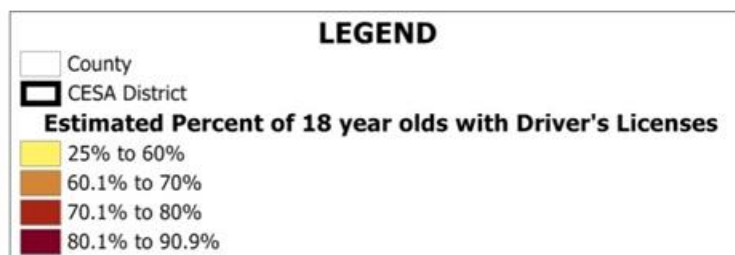
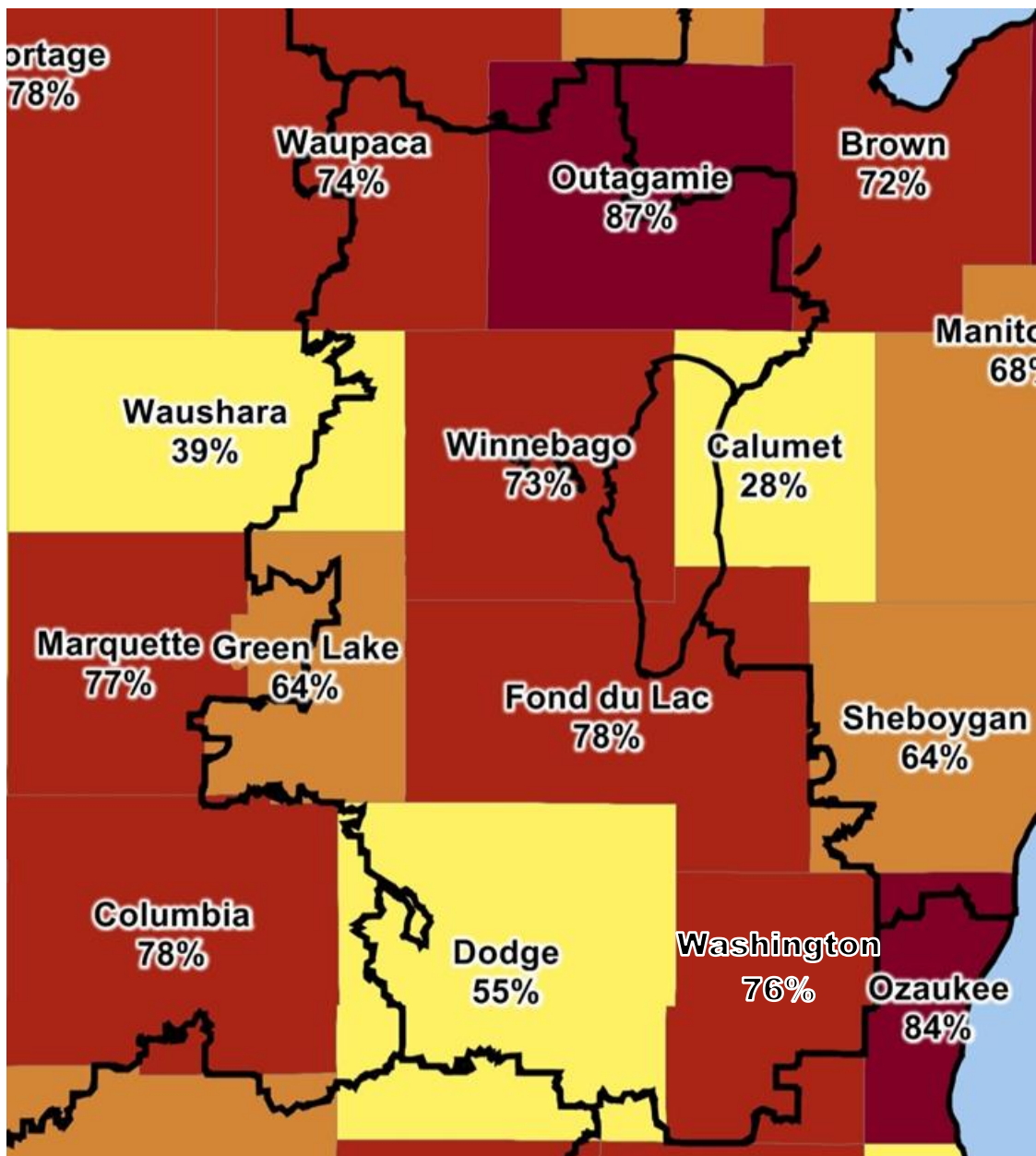


Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 5 Area

Note: Counties may cross CESA boundaries.

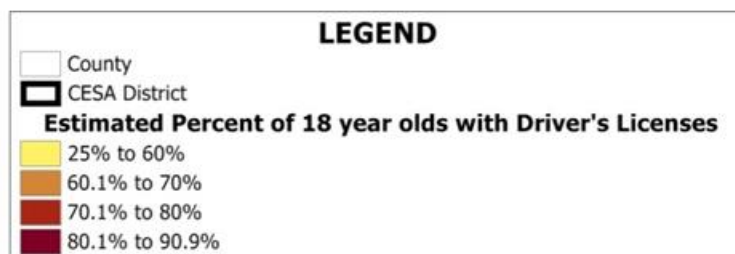
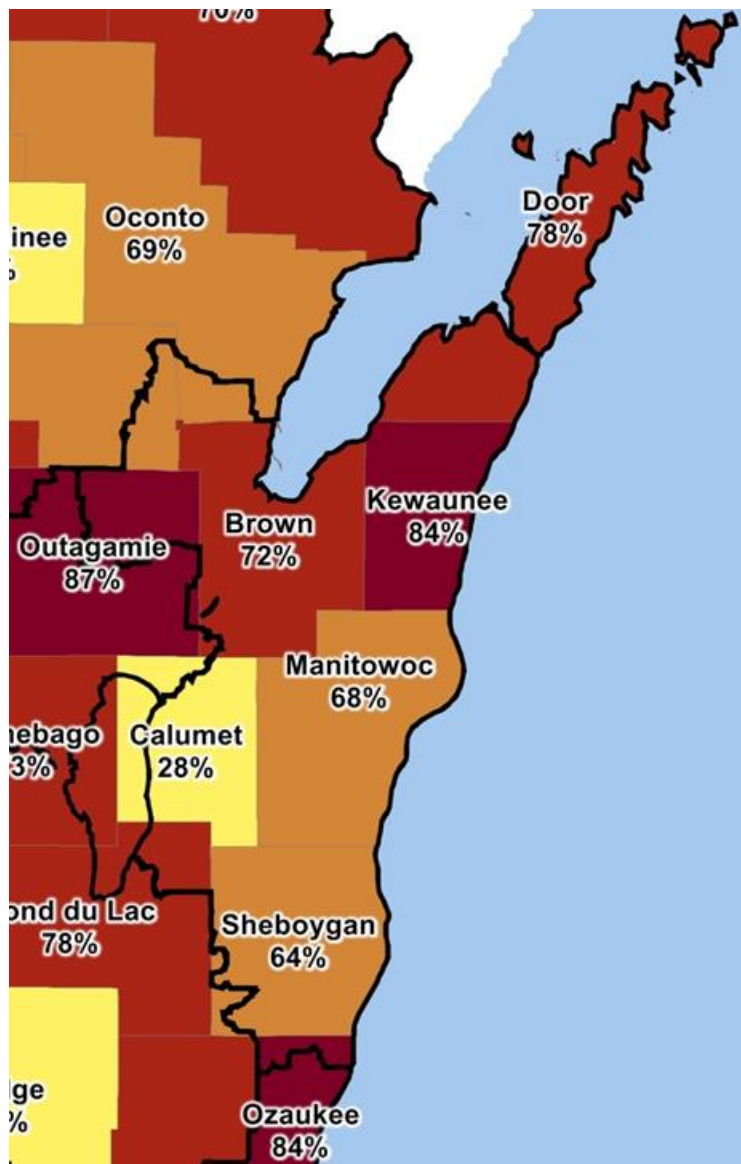


Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 6 Area
Note: Counties may cross CESA boundaries.

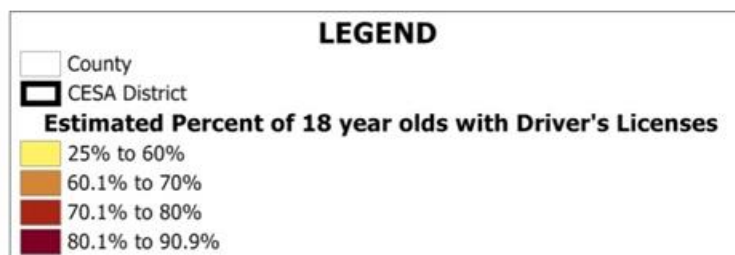
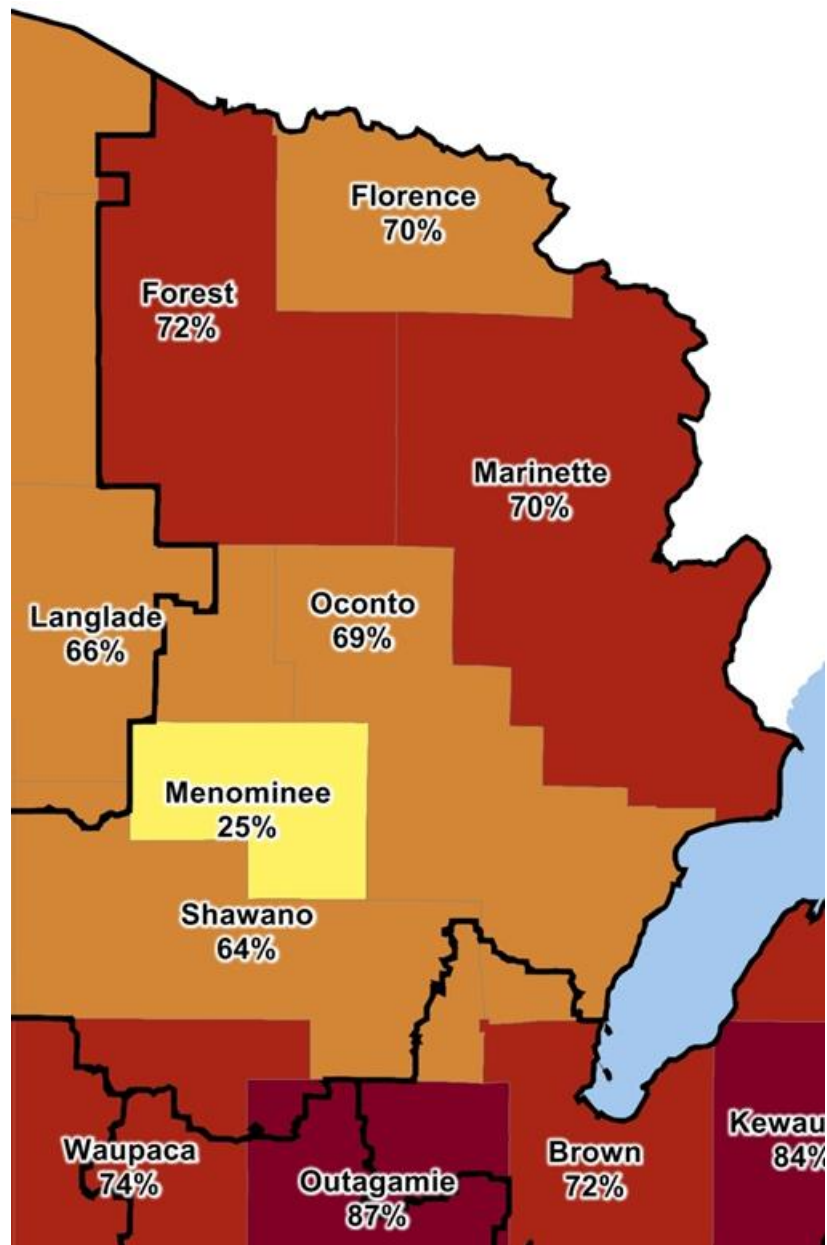


Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 7 Area

Note: Counties may cross CESA boundaries.

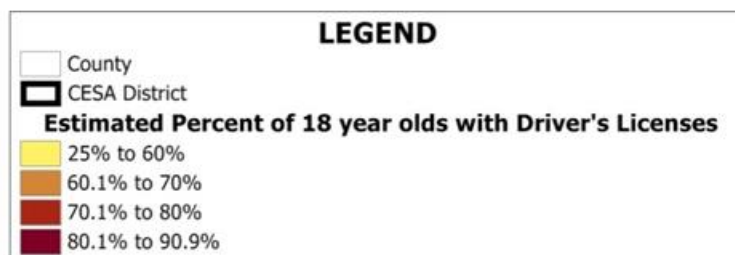
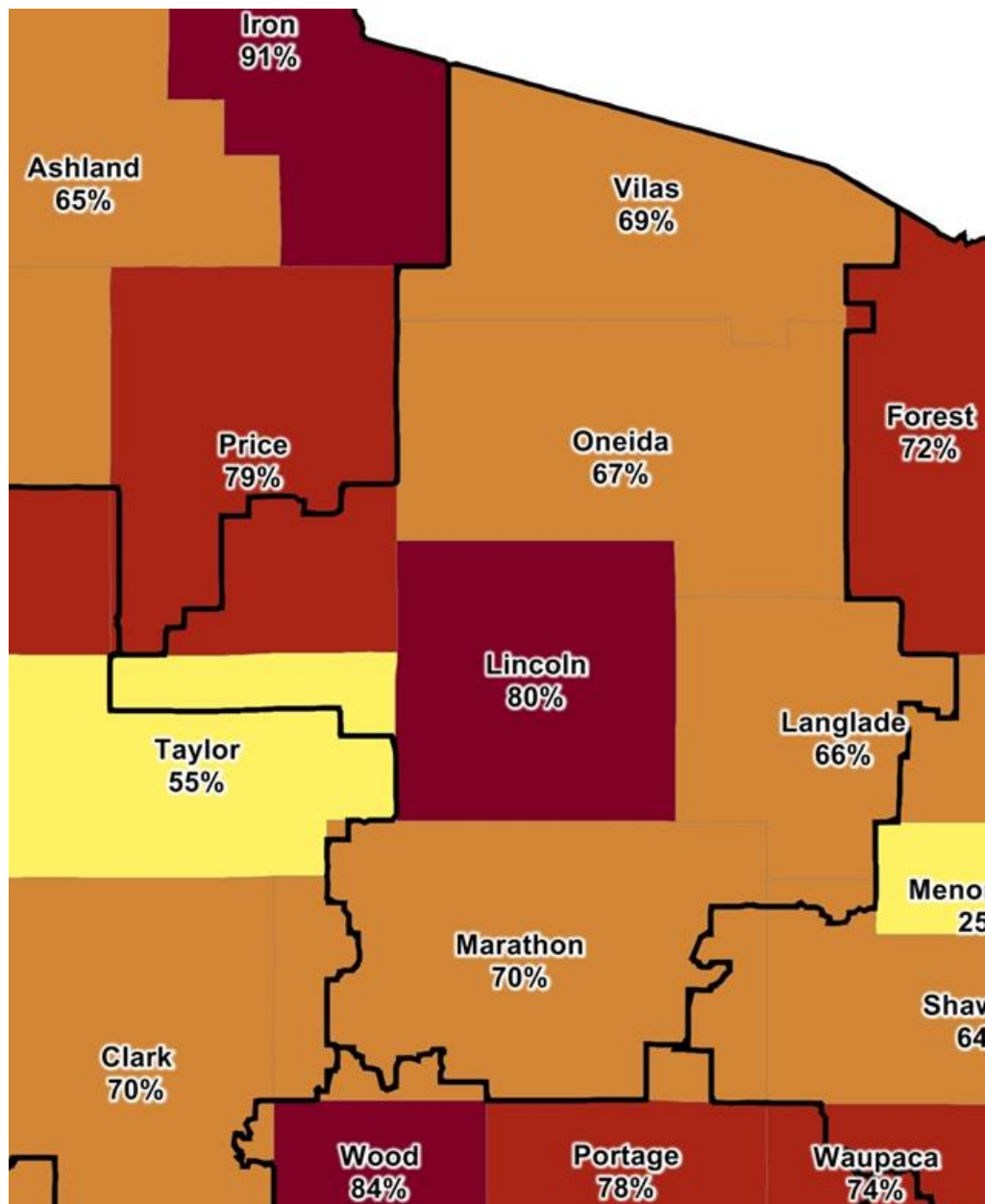


Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 8 Area
Note: Counties may cross CESA boundaries.

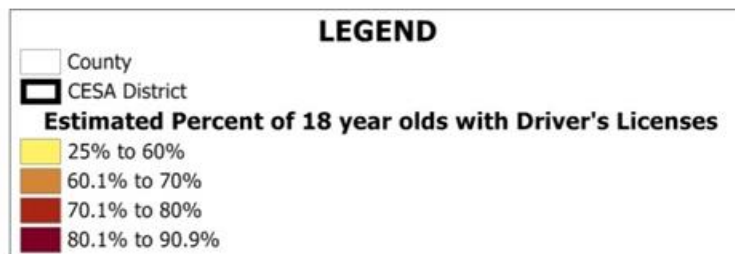
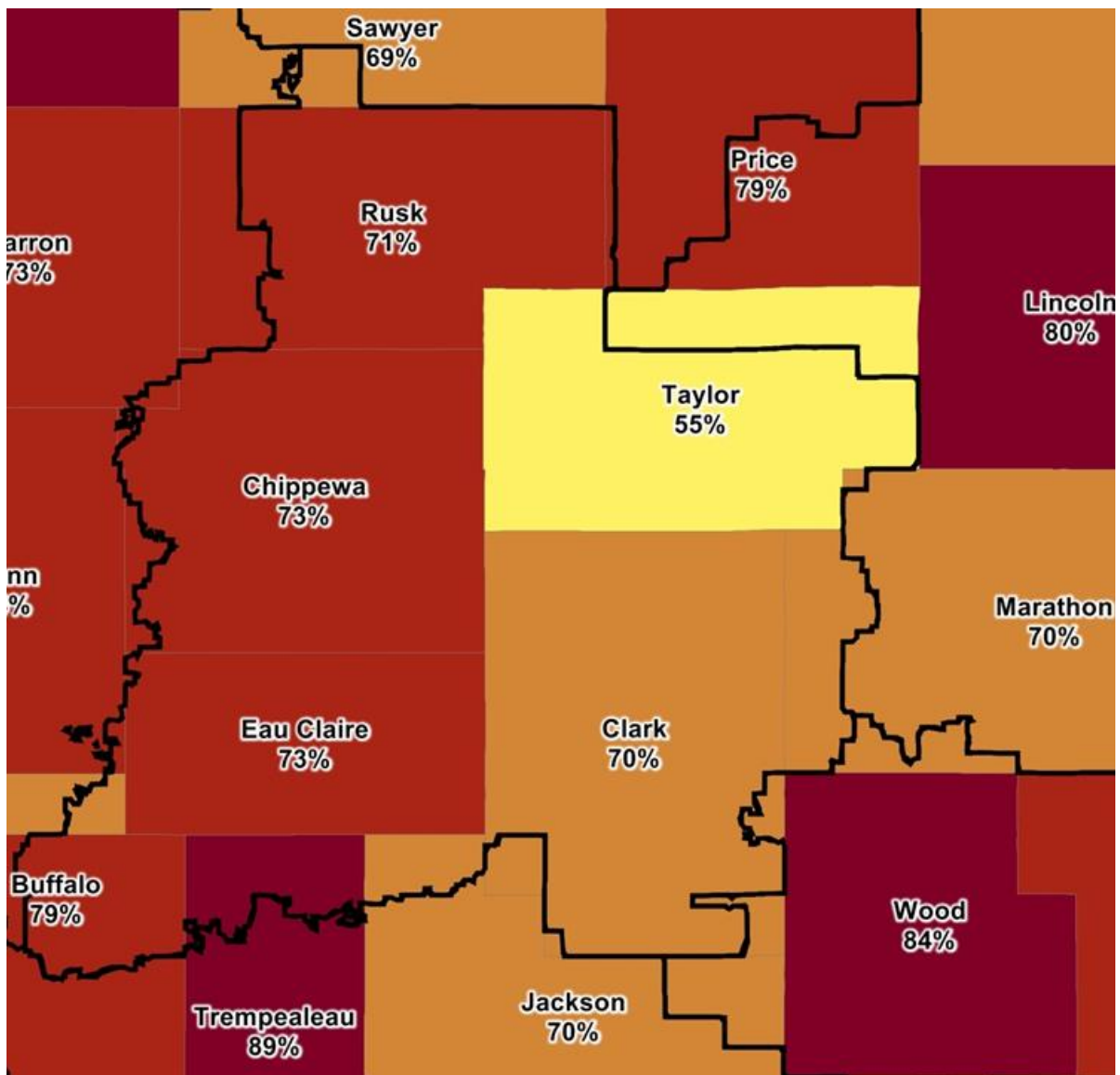


Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 9 Area

Note: Counties may cross CESA boundaries.

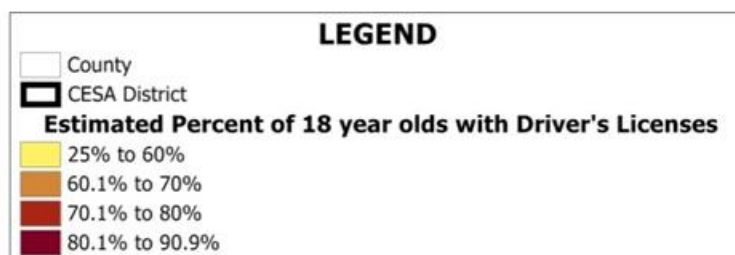
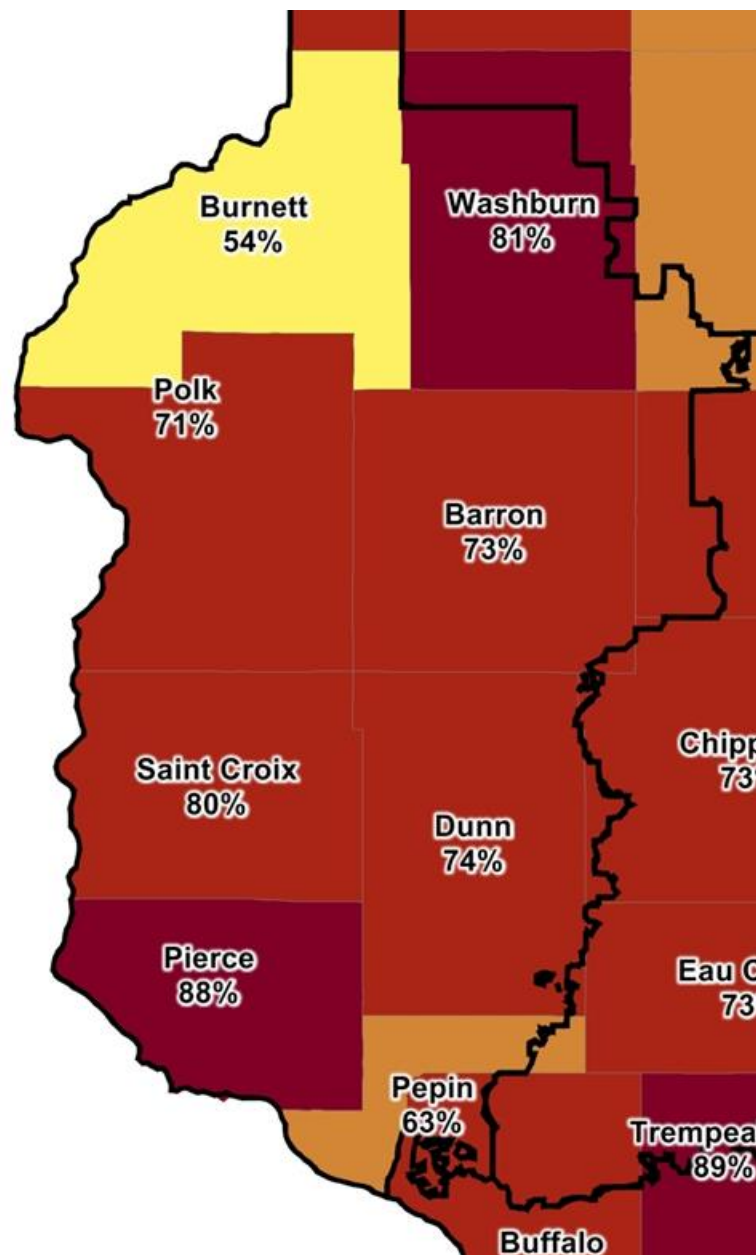


Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 10 Area
Note: Counties may cross CESA boundaries.



Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 11 Area

Note: Counties may cross CESA boundaries.



Estimated % of Eighteen-Year-Olds Licensed (as of January 1, 2016) by County in the CESA 12 Area
Note: Counties may cross CESA boundaries.

